

# PROPOSED CONSTRUCTION OF THE WESTERN NEVADA COUNTY CENTER, SIERRA JOINT COMMUNITY COLLEGE DISTRICT



CALIFORNIA  
POSTSECONDARY  
EDUCATION  
COMMISSION

## Summary

The California Legislature has agreed not to approve the expenditure of State funds for the acquisition of sites or construction of new community colleges, branches, or off-campus centers unless recommended by the Commission. Under this authority, the Commission has reviewed a proposal from the Sierra Joint Community College District for a permanent off-campus center of Sierra College in the Grass Valley/Nevada City area of western Nevada County.

The Commission agrees with the Chancellor's Office of the California Community Colleges that a definite need exists for a permanent center in the Grass Valley area, but it has concluded that the Sierra district's environmental impact report for the center did not adequately assess the potential impact on traffic of an enrollment of more than 950 full-time-equivalent students at the site proposed for the center. Therefore, the Commission has approved the following recommendations in this report.

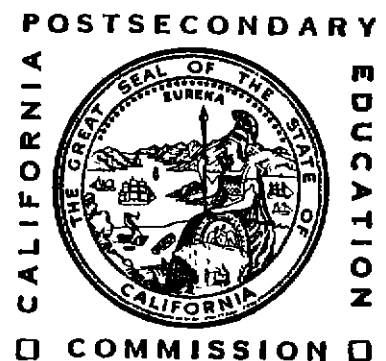
- 1 The Commission approves the building of a permanent Western Nevada County Center with a capacity sufficient to serve 950 full-time-equivalent students -- the capacity proposed in the Sierra Joint Community College District's February 1991 *Project Planning Guide for Phase One*
- 2 If the Sierra Joint Community College District decides to expand the Center beyond a capacity of 950 full-time-equivalent students, it should
  - a. Reexamine the transportation study that was included in its environmental impact report in such a manner as to address the traffic impacts of a center serving a larger number of students;
  - b. Consult fully with the City of Grass Valley, including its City Council and other appropriate agencies, in conjunction with the above reexamination,
  - c. Request the Demographic Research Unit of the Department of Finance to review the Unit's original 1986 enrollment projections for the Western Nevada County Center in light of the 1990 census and the district's most recent enrollment reports, and report its findings to the Sierra Joint Community College District, the Chancellor's Office, and the Commission, and
  - d. Resubmit a request for review and approval by the Executive Director of the Commission prior to the State's funding an expansion of the center beyond the 950 full-time-equivalent student capacity

The Commission adopted this report at its meeting of December 9, 1991, on recommendation of its Policy Development Committee. Additional copies of the report may be obtained from the Publications Office of the Commission at (916) 324-4992. Questions about the substance of the document may be directed to William L. Storey of the Commission staff at (916) 322-8018.

# PROPOSED CONSTRUCTION OF THE WESTERN NEVADA COUNTY CENTER, SIERRA JOINT COMMUNITY COLLEGE DISTRICT

*A Report to the Governor and Legislature  
in Response to a Request for Capital Funds  
for a Permanent Off-Campus Center  
in the Grass Valley/Nevada City Area*

**CALIFORNIA POSTSECONDARY EDUCATION COMMISSION**  
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985





**COMMISSION REPORT 91-22**  
**PUBLISHED DECEMBER 1991**

This report, like other publications of the California Postsecondary Education Commission, is not copyrighted. It may be reproduced in the public interest, but proper attribution to Report 91-22 of the California Postsecondary Education Commission is requested

# *Contents*

<b>1. Conclusions and Recommendations</b>	<b>1</b>
Conclusions	1
Recommendations	2
<b>2. Background to the Proposal</b>	<b>3</b>
The Proposal	3
History of the Proposal	3
The Planning Process	5
<b>3. Analysis of the Proposal</b>	<b>7</b>
Adequate Enrollment Projections	7
Alternatives to New Campuses or Off-Campus Centers	11
Serving the Disadvantaged	16
Geographic and Physical Accessibility	16
Environmental and Social Impact	17
Effects on Other Institutions	18
Academic Planning and Program Justification	19
Consideration of Needed Funding	19
Summary	19
<b>Appendix A: Guidelines and Procedures for the Review                     of New Campuses and Off-Campus Centers</b>	<b>21</b>
<b>Appendix B: Letter of Support from President Donald R. Gerth                     of California State University, Sacramento</b>	<b>27</b>
<b>References</b>	<b>29</b>

# *Displays*

1. Map of the Sierra Joint Community College District, Showing the Location of Sierra College and its Three Off-Campus Centers	4
2. Map of the Western End of the Sierra Joint Community College District, Showing the Final Three Sites Reviewed for the Proposed Western Nevada County Center	6
3. Map of the Marysville, Rocklin, and Grass Valley/Nevada City Area with Distances Between Major Points	8
4. Map Showing the Population Density of Nevada and Placer Counties by Census Tract, 1990	9
5. Projection of Fall Enrollment and Annual Average Weekly Student Contact Hours (WSCH), Western Nevada County Center, Sierra Community College District, by the Population Research Unit, Department of Finance, 1986	10
6. Department of Finance 1983, 1986, 1990, and 1991 Population Projections for Nevada County	12
7. Comparison of Projected Weekly Student Contact Hours by the Demographic Research Unit with the Actual Fall 1990 Enrollment at the Western Nevada County Center	12
8. Weekly Student Contact Hours Offered at the Several Locations Used by the Western Nevada County Center, Fall 1990	12
9. Comparison of Average Weight Given Each Criterion by the Sierra College Board for Each of the Three Alternative Sites, with 10 Being the Highest Score	14
10. Comparison of Development Costs, Advantages, and Disadvantages of the Three Alternative Sites	15

# 1

## Conclusions and Recommendations

PURSUANT to its directives under Sections 66903(5) and 66904 of the California Education Code, the California Postsecondary Education Commission has reviewed the proposal submitted by the Sierra Joint Community College District to establish a permanent off-campus center in the City of Grass Valley in Nevada County to be known as the Western Nevada County Center. The review has been conducted under the provisions of the Commission's *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (CPEC, 1990b).

The *Guidelines*, building on the recommendations contained in *Higher Education at the Crossroads* (CPEC, 1990a), require each of the public systems of higher education to develop a "systemwide planning framework designed to address total statewide segmental long-range growth needs," which must be submitted to the Commission prior to proceeding with specific expansion projects. Subsequently, the central office must submit a letter of intent to expand, which should include preliminary projections of enrollment demand, the general location of the proposed new facility, and the basis on which the proposal has been determined to be a systemwide priority compared to other priorities.

The Board of Governors approved its systemwide planning framework (Board of Governors, 1991) in January of 1991. The plan presented enrollment and capital outlay funding projections, and indicated how new construction should be phased in through 2005. The Sierra District's off-campus center proposal was listed in the statewide plan as a near-term project that should be approved prior to 1995.

The statewide plan was followed in February of 1991 with a letter of intent that included seven expansion proposals, the Western Nevada County Center among them. In that letter, the Chancellor's Office indicated that the proposals noted should be considered priorities because they "have been the subject of extensive district level planning." Since this was the first letter of intent received from any of the segments, and because the Sierra District's proposal in particular had already been delayed for

several years, Commission staff accepted the Chancellor's Office rationale for determining the "systemwide priority." In the future, the Commission will require a more complete explanation of why one proposal, in one specific area of the State, rates consideration ahead of others, regardless of the staging of the local district planning process.

It should be noted that the Commission has two distinct roles regarding proposed segmental expansion plans. The first deals with statewide planning issues, as noted above. The second concerns the specific merits of a given proposal, not in comparison to others, but in absolute terms. Based on both considerations of merit, the latter in particular, the Commission has reached the following conclusions and recommendations regarding the request of the Sierra Joint Community College District for capital funds to build a permanent off-campus center in the Grass Valley/Nevada City area of western Nevada County.

### Conclusions

- 1 The Commission concludes that there is a definite need for an educational center in the Grass Valley/Nevada City area. This need has been established by official Department of Finance population and enrollment projections that indicate strong growth in the area. In addition, building a center to serve the growing need in this region would provide some relief from the overcrowding at Sierra and Yuba Colleges.
- 2 Consultation by the Sierra Joint Community College District with the local school district and with California State University, Sacramento, has been adequate and appropriate.
- 3 Although the need has been demonstrated, the district has not adequately shown in its environmental impact report that a center large enough to serve more than 950 full-time-equivalent students can be successfully accommodated on the site it has selected as its first choice.

## **Recommendations**

- 1. The Commission approves the building of a permanent Western Nevada County Center with a capacity sufficient to serve 950 full-time-equivalent students -- the capacity proposed in the Sierra Joint Community College District's February 1991 Project Planning Guide for Phase One.**
- 2. If the Sierra Joint Community College District decides to expand the Center beyond a capacity of 950 full-time-equivalent students, it should:**
  - a. Reexamine the transportation study that was included in its environmental impact report in such a manner as to address the traffic impacts of a center serving a larger number of students;**
  - b. Consult fully with the City of Grass Valley, including its City Council and other appropriate agencies, in conjunction with the above reexamination;**
  - c. Request the Demographic Research Unit of the Department of Finance to review the Unit's original 1986 enrollment projections for the Western Nevada County Center in light of the 1990 census and the district's most recent enrollment reports, and report its findings to the Sierra Joint Community College District, the Chancellor's Office, and the Commission; and**
  - d. Resubmit a request for review and approval by the Executive Director of the Commission prior to the State's funding an expansion of the center beyond the 950 full-time-equivalent student capacity.**



SECTION 66903(5) of the California Education Code provides that the California Postsecondary Education Commission "shall advise the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education." Section 66904 provides further that

It is further the intent of the Legislature that California Community Colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of non-state-funded community college institutions, branches, and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the commission.

Pursuant to that legislation, in 1975 the Commission developed a series of guidelines and procedures for the review of new campus and center proposals, then revised them in 1978, 1982, and most recently in 1990 under the title of *Guidelines for Review of Proposed Campuses and Off-Campus Centers*, which is reproduced in Appendix A to this report.

These *Guidelines* require each public higher education system to

- 1 Develop a systemwide planning framework with a 10- to 15-year planning horizon and submit it to the Commission,
- 2 Introduce individual campus plans to the Commission first through a "letter of intent" to expand, and, if this letter of intent is reviewed favorably by the Commission,
- 3 Submit a specific proposal that is judged by the Commission according to eight criteria.

The Commission then recommends to the Governor and Legislature the approval or disapproval of the proposed campus or off-campus center.

### The proposal

The Sierra Joint Community College District is proposing to build a Community College Center in Grass Valley to serve a 1994-95 student population of 850 day students and 1,150 evening students (950 full-time-equivalent students) on a 115.5 acre site (composed of 68.0 usable acres and 37.5 acres of protected wetlands and forest). The ultimate capacity of the proposed center is planned for a daytime enrollment per week of 2,000 students and 1,800 evening students, or 2,200 full-time-equivalent students (Sierra Joint Community College District, 1991b, pp. 12, 17, Appendix 4).

The costs of the proposed center total \$22.5 million for the first phase of the project and include the following (Sierra Joint Community College District, 1990, p. 136).

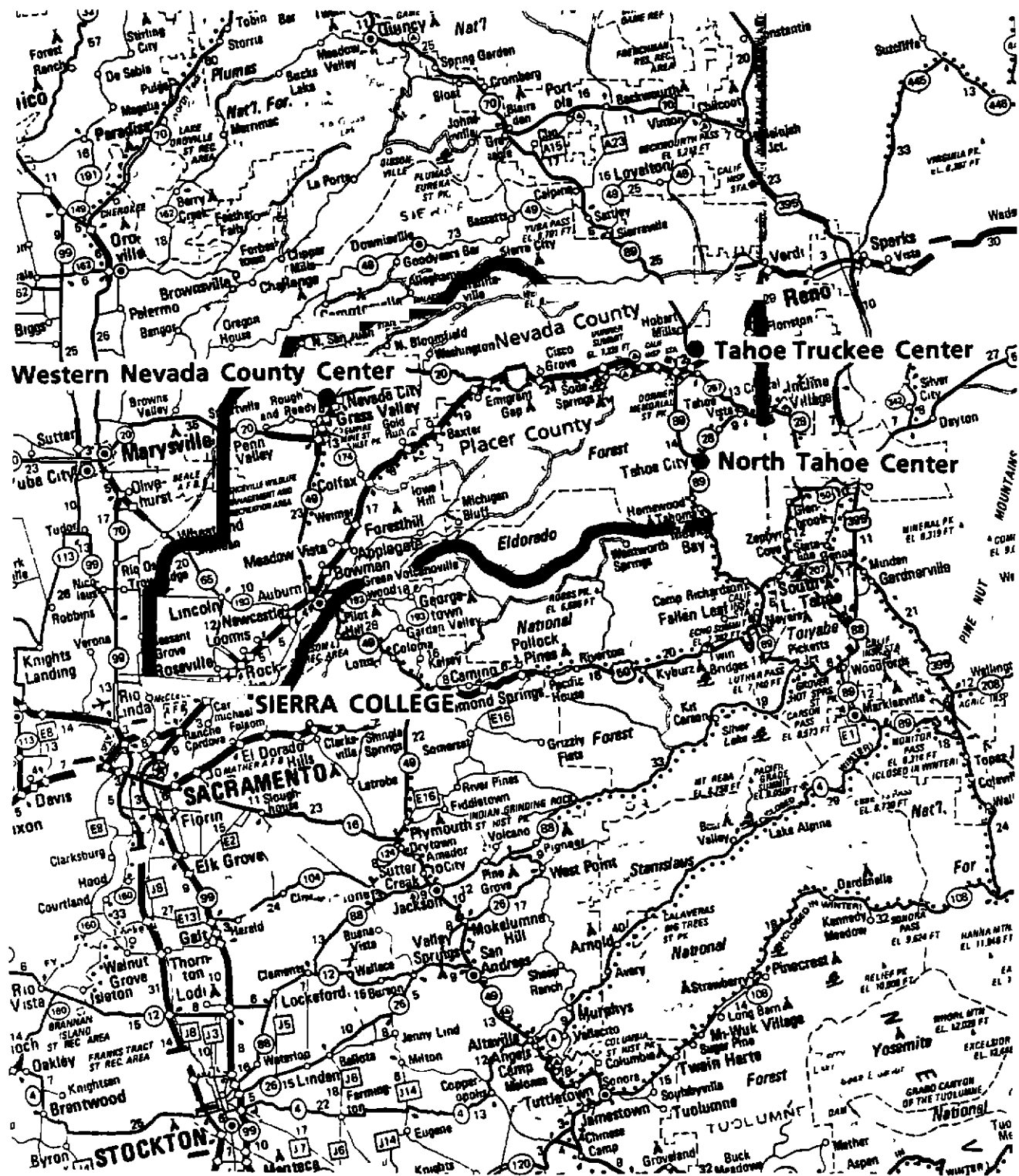
Site Acquisition (to be negotiated)	\$ 2,501,500
Off-Site Construction	1,539,620
On-Site Construction	2,749,248
Buildings, Site, and Landscaping	<u>15,752,767</u>
Total	\$22,543,135

### History of the proposal

The Sierra Joint Community College District covers the two-county area of Placer and Nevada Counties, which is located northeast of Sacramento and extends from Roseville on the west to the California-Nevada state line on the east. The district operates one college -- Sierra College in Rocklin -- and three off-campus centers: Western Nevada County Center in Grass Valley, North Tahoe Center, and the Tahoe Truckee Center (Display 1, page 4). The three centers serve populations that are relatively isolated from higher education opportunities.

In 1961, the district moved Sierra College from Auburn to its present campus near the southern border of Placer County in order to better serve the growing population pushing northeast along Interstate 80 from the Sacramento suburbs toward the city of

**DISPLAY 1** Map of the Sierra Joint Community College District, Showing the Location of Sierra College and its Three Off-Campus Centers



Source California Postsecondary Education Commission and American Automobile Association

**Auburn** This re-location of the campus placed its educational services some 10 miles farther away from Nevada County residents -- a total distance of 35 miles from the population concentrated in the Grass Valley/Nevada City area. The move further isolated the Nevada County residents and increased the demand for off-campus services to be offered in the Grass Valley/Nevada City area.

Since 1961, Sierra College has offered off-campus classes in Grass Valley and Nevada City by holding them in facilities rented from the Nevada Union High School District as well as in other facilities throughout the community. The growth in enrollments at the high school has made continued use of these facilities infeasible and has forced the College to seek a more permanent solution to its classroom needs.

In 1985, the board of the district directed its administrators to prepare a feasibility study for meeting the college education needs of the growing population in the Western Nevada County area. The study led to a proposal to establish a permanent Western Nevada County College Center. The proposed site for the center is located in the city of Grass Valley (Display 2, page 6). In addition to the Grass Valley/Nevada City area, this center would serve Penn Valley, which lies west of Grass Valley on Highway 20, the Highway 49 corridor south to the Nevada County border, and the Highway 174 corridor, which runs between Grass Valley and the town of Colfax in Placer County.

### **The planning process**

In July 1985, planning for the proposed center was initiated with a feasibility study to determine "when a Nevada County Center should be established, where it should be located to best serve the future needs of those for whom it is intended, what programs, facilities, and staff are needed and

estimated costs" (Sierra Joint Community College District, 1985). The resulting study concluded that

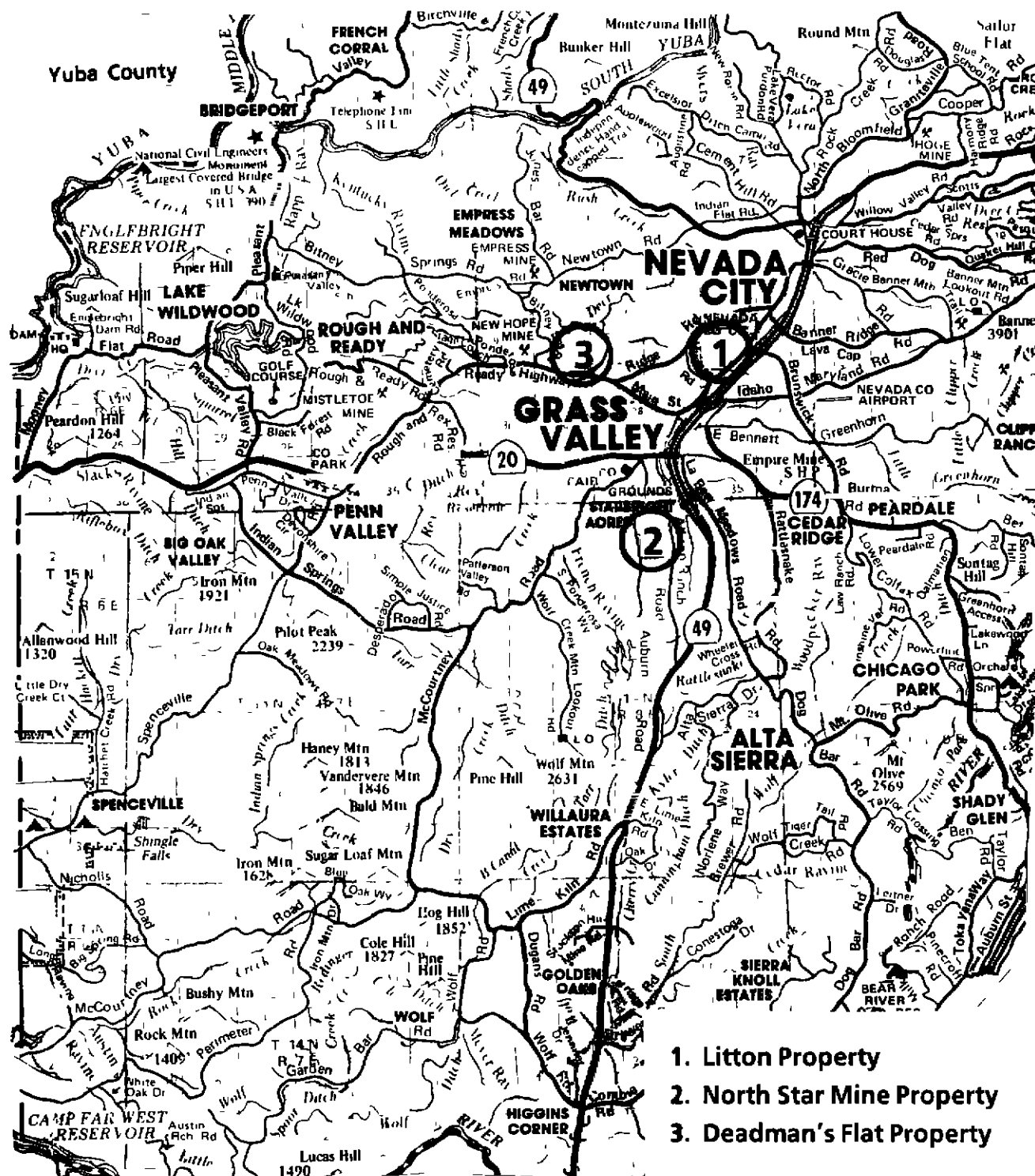
- 1 The threshold enrollment required by Section 81810 of the Education Code (500 average daily attendance) could be reached by the year 1994,
- 2 Future growth in the Western Nevada County area was expected to increase at an annual rate of 5 percent,
- 3 The proposed center could reach a total enrollment of 2,370 students (including both day and evening students) by the year 2000,
- 4 The center should serve both recent high school graduates as well as an older population; and
- 5 At least four properties within the center's service area had potential as a possible site for the center.

The district conducted a site evaluation study during late 1987 and early 1988, enlisting the assistance of a community advisory committee in evaluating the four prime sites located by district staff. In May 1988, the site evaluation committee recommended that the new center be located on the Litton property in central Grass Valley.

The district completed an environmental impact report and a separate traffic impact report in the early Fall of 1988, and its board of trustees certified the environmental impact report as lead agency at its December 1988 meeting. The board initially submitted the project to the Chancellor's Office for funding in February 1990 for the fiscal year 1991-1992, and the Chancellor's Office included it in its Fiscal Year 1990 Capital Outlay Plan. Because of limited capital outlay funds and the fact that the proposal had not been reviewed by this Commission, the Center was not funded last year.

The Chancellor's Office has resubmitted four parts of the project (site acquisition, off-site development, on-site development, buildings-Phase I) this year as Priorities 126 through 129 in the Chancellor's Capital Outlay Plan for Fiscal Year 1992-1993.

**DISPLAY 2** Map of the Western End of the Sierra Joint Community College District, Showing the Final Three Sites Reviewed for the Proposed Western Nevada County Center



1. Litton Property
2. North Star Mine Property
3. Deadman's Flat Property

Source California Postsecondary Education Commission and Inter-County Title Company

THE PROPOSAL of the Sierra Joint Community College District for a permanent college center in western Nevada County is based on data describing (1) the general isolation of the area from opportunities for higher education, (2) the number of people currently enrolled in Sierra College classes in that region of the county, and (3) projected enrollment growth. Because physical isolation is, in part at least, the basis of the rationale supporting this proposal, the Commission addresses it first.

The service area of the center is defined as that portion of the west end of Nevada County that lies beyond a "reasonable commuting distance" to the two nearest community college campuses -- Sierra College in Rocklin and Yuba College in Marysville. The current policy adopted by the Board of Governors of the California Community Colleges holds that a "reasonable commuting distance" is a distance that may be covered by automobile in 30 minutes or less, assuming an average speed of 45 miles per hour in rural areas, 30 miles per hour in suburban areas, and 15 miles per hour in urban areas.

Display 3 on page 8 shows that this commuting distance leaves all of western Nevada County and a portion of Placer County situated east of Applegate on Interstate 80 beyond a "reasonable commute" to the Sierra College and Yuba College campuses. Thus the Commission agrees with the Sierra Joint Community College District and the Chancellor's Office of the California Community Colleges that the single campus of Sierra College in Rocklin does not provide reasonable access to the residents of western Nevada County.

The Commission also agrees that the western Nevada County region itself is sufficiently compact in terms of size and population density (Display 4, page 9) that the placement of a college center near the center of the region will bring educational services easily within an acceptable commuting distance of all residents in the region.

The following pages list one by one the Commission's criteria for approving community college campuses and centers and a brief summary and

then a detailed analysis of the Commission's assessment of plans for the center in the light of each criterion.

### 1. Adequate enrollment projections

*1.1 For new facilities that are planned to accommodate expanded enrollments, enrollment projections should be sufficient to justify the establishment of the campus or off-campus center. For the proposed new campus or center, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. When an existing off-campus center is proposed to be converted to a new campus, all previous enrollment experience must also be provided.*

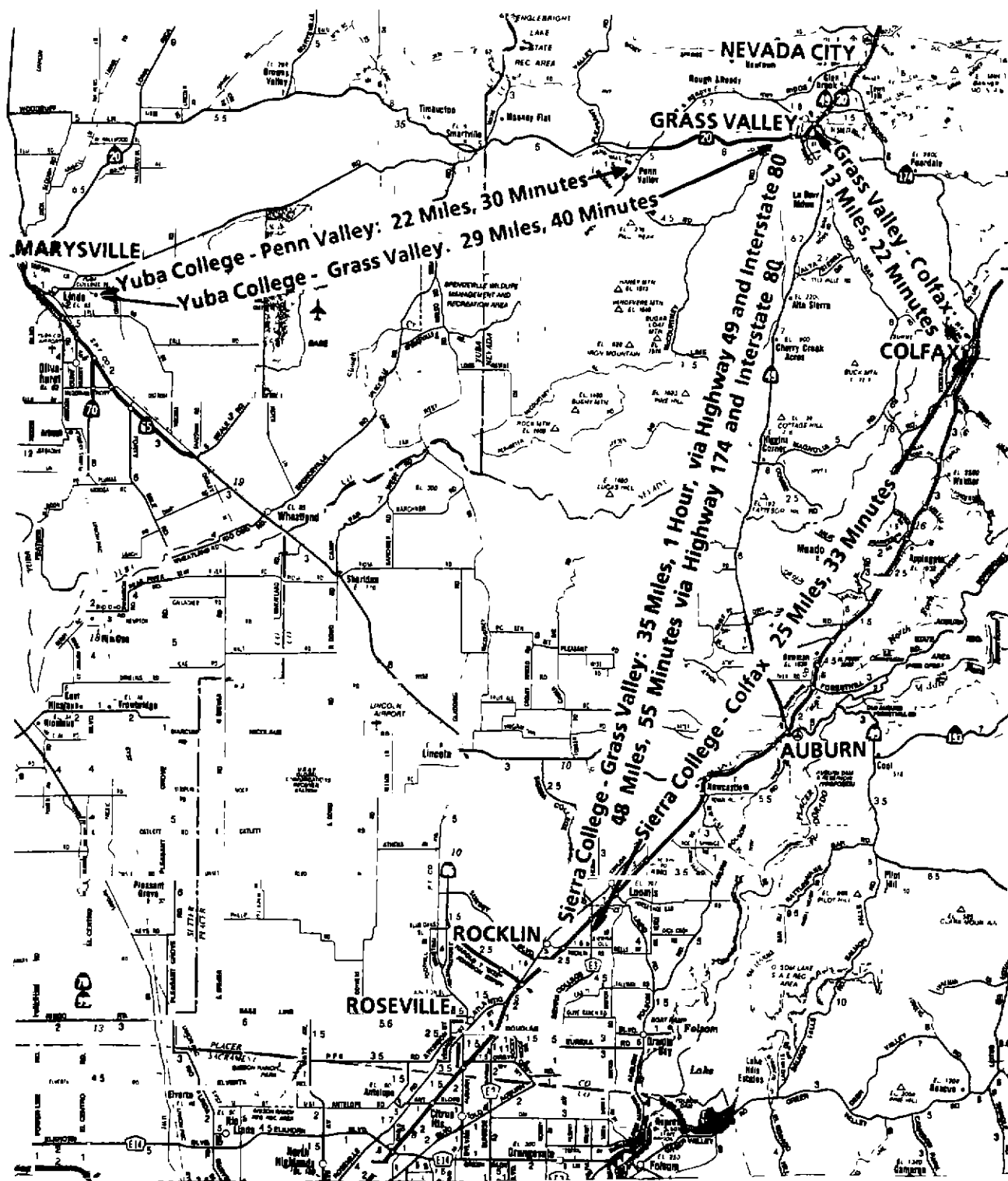
*As the designated demographic agency for the State, the Demographic Research Unit has lead responsibility for preparing systemwide and district enrollment projections, as well as projections for specific proposals. The Demographic Research Unit will prepare enrollment projections for all Community College proposals.*

*(Criteria 1.2 and 1.3 apply only to the University of California and the California State University)*

*1.4 Enrollment projected for a community college district should exceed the planned enrollment capacity of existing district campuses. If the district enrollment projection does not exceed the planned enrollment capacity of existing district campuses, compelling regional or local needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over others in the State.*

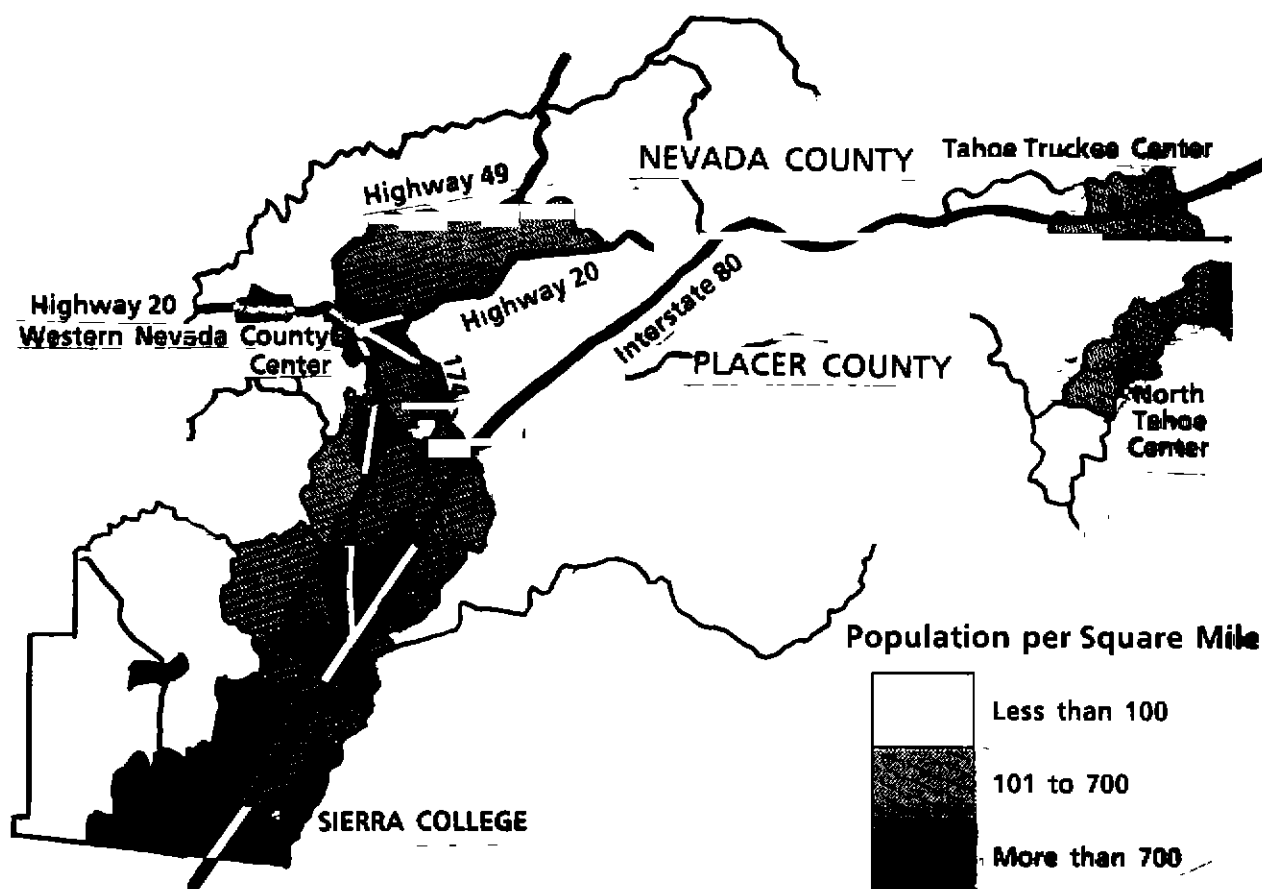
*1.5 Enrollments projected for community college campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a community college district established by legislation (1,000 units of average daily attendance [ADA] two years after opening).*

**DISPLAY 3** Map of the Marysville, Rocklin, and Grass Valley/Nevada City Area with Distances Between Major Points



Source: California Postsecondary Education Commission and California State Automobile Association

**DISPLAY 4** Map Showing the Population Density of Nevada and Placer Counties by Census Tract, 1990



Source: California Postsecondary Education Commission and State Census Data Center, Department of Finance

**Summary** The 10-year projections by the Population Research Unit in the Department of Finance support the establishment of a center by the mid-1990s. Actual enrollments in the district's classes offered in the Grass Valley area have exceeded those projections for the last few years. This growth in enrollments is similar to the recent experiences of other community college centers that have opened with enrollments as much as 60 percent larger than planned. The demand for educational services in the Grass Valley area is expected to grow rapidly over the next decade.

**Detailed Explanation** In the district's first evaluation in 1985 of the feasibility of developing a college center in the Grass Valley area, it determined that the region's population growth would result in

student demand of at least 500 average daily attendance (ADA) -- the benchmark used to justify a permanent facility -- by the year 1995. This finding led the district to request the Department of Finance's Demographic Research Unit to do a special ten-year enrollment projection. The Unit transmitted this projection (Display 5, page 10) to the district on September 15, 1986. That projection of weekly student contact hours amounted to the equivalent of 476 ADA for 1995, but it tended to confirm the conclusion of the district that enrollments would justify the building of a center in the western Nevada County service area in the second half of this decade.

The Demographic Research Unit has not updated its 1986 projection, but in 1990, it reviewed its earli-

**DISPLAY 5**    *Projection of Fall Enrollment and Annual Average Weekly Student Contact Hours (WSCH), Western Nevada County Center, Sierra Community College District, by the Population Research Unit, Department of Finance, 1986*

Year of Fall Term	Enrollment	Day Credit WSCH	WSCH/Enrollment	Enrollment	Evening Credit WSCH	WSCH/Enrollment
<b>Actual</b>						
1985	126	775*	6 0*	1,052	4,735*	4 4*
<b>Projected</b>						
1986	130	800	6 0	1,090	4,900	4 5
1987	140	800	6 0	1,130	5,100	4 5
1988	140	800	6 0	1,170	5,300	4 5
1989	150	900	6 0	1,220	5,500	4 5
1990	150	900	6 0	1,270	5,700	4 5
1991	160	900	6 0	1,310	5,900	4 5
1992	470	4,500	9 6	1,400	6,300	4 5
1993	600	6,200	10 2	1,420	6,400	4 5
1994	770	8,100	10 6	1,430	6,400	4 5
1995	830	8,800	10 6	1,540	6,900	4 5

Year of Fall Term	Enrollment	Non-Credit WSCH	WSCH/Enrollment	Enrollment	Total WSCH	WSCH/Enrollment
<b>Actual</b>						
1985	0	0	0 0	1,178	5,489*	4 7*
<b>Projected</b>						
1986	0	0	0 0	1,220	5,770	4 7
1987	0	0	0 0	1,270	5,770	4 7
1988	0	0	0 0	1,310	6,100	4 7
1989	0	0	0 0	1,370	6,400	4 7
1990	0	0	0 0	1,420	6,600	4 7
1991	0	0	0 0	1,470	6,800	4 7
1992	0	0	0 0	1,870	10,800	5 8
1993	0	0	0.0	2,020	12,600	6 2
1994	0	0	0 0	2,200	14,500	6 6
1995	0	0	0.0	2,370	15,700	6 6

\* Estimated because actual data not available

Source: Special Projection, Population Research Unit, Department of Finance



er projections in light of the district's most current enrollment reports and found that in 1988-89, enrollments were 9 percent larger and in Fall 1989, 16 percent larger than the Unit had projected for these periods

During the course of the Commission's review of the district's proposal for the center, Commission staff expressed some concern that despite these earlier projections and enrollments, the adult population of Nevada County did not appear to be growing as rapidly as had been projected by the Unit. The 1990 census report showed, for example, that the total population in Nevada County in that year was 79,600 compared to the 83,200 that the Unit had projected in 1986 (Display 6, page 12)

Upon further analysis, the Commission found that the actual enrollments in the off-campus classes offered in the Grass Valley area have continued to exceed the Unit's projections, despite the diminished rate of population growth. Display 7 on page 12 shows that Fall 1990 weekly student contact hours exceed the 1986 projection for that year by 7 percent.

The numbers shown in Display 7 do not contain the enrollments of students from western Nevada County who are attending Sierra College at the Rocklin campus. During the spring semester of 1991, 421 such students were enrolled at the Rocklin campus. The district has estimated that if half of this group of students were to decide to stay in western Nevada County and take their classes at the new center, an additional 126 average daily attendance would be added to the total generated by those currently taking classes in the center's service area.

These data support the claim by the district that current enrollments are sufficient to meet the State's minimum requirement for establishing a college center. Even though the county's growth rate has slowed from its rapid pace in the late 1970s and early 1980s, it is still one of the fastest growing regions of the State. The need for adequate facilities will only become more acute until some provision is made to house these classes.

## **2. Alternatives to new campuses or off-campus centers**

*2.1 Proposals for a new campus or off-campus center should address alternatives to establishment of new*

*institutions, including (1) the possibility of establishing an off-campus center instead of a campus, (2) the expansion of existing campuses, (3) the increased utilization of existing campuses, such as year-round operation, (4) the increased use of existing facilities and programs in other postsecondary education segments, and (5) the use of nontraditional modes of instructional delivery, such as telecommunications and distance learning*

*2.2 A cost-benefit analysis of alternatives, including alternative sites for the campus or center, must be articulated and documented*

**Summary** Since it began classes in the Grass Valley area in 1961, the district has used community facilities as an alternative to building a single college center. This practice is no longer practical since adequate facilities do not exist to provide daytime classes and the district's evening classes are having to leave the high school facilities because of the high school's need for the space. No other postsecondary institution serves the students in this service area, and so cooperative use of educational facilities is not an option for the district.

**Detailed Explanation:** The district's proposal to build the Western Nevada County Center reflects its decision not to build a full-service campus. A more comprehensive facility does not appear to be necessary according to population projections through the year 2010. There is little doubt, however, that a permanent college center will be necessary for the western Nevada County region. Sierra College has used a combination of leased facilities scattered about the western Nevada County service area and a rented temporary facility on the Nevada Union High School campus. The college reports that current costs for these facilities are about \$100,000 a year. The types of facilities used are illustrated by the list of locations reported for Fall 1990 in Display 8 on page 12.

Because of the growing numbers of classes and enrollments, the college has had to reject the alternative of continuing to use community facilities as a long-range option. The choice of using the facilities of another postsecondary institution is not available; there is no other postsecondary institution in the service area. The use of telecommunications is being considered to extend the instructional services of the main campus to the Western Nevada County Center once it is operational. For example,

**DISPLAY 6** *Department of Finance 1983, 1986, 1990, and 1991 Population Projections for Nevada County*

Year for Which Projection was Made	Year that the Department Compiled Its Projection		
	1983	1986	1990
1980	52,697		51,645*
1985	72,093	68,300	67,500
1986			70,500
1987			73,900
1988			77,300
1989			80,900
1990	91,683	83,200	79,600*
1995	108,598	98,900	95,300
2000	122,879	113,800	110,400
2005		127,500	125,000
2020	177,835		

\* 1980 and 1990 Census data

Sources: Department of Finance Population Research Report 83-P-3 (October 1983)  
 Department of Finance Population Research Unit Report 86-P-1 (December 1986)  
 Department of Finance Demographic Research Unit Report 89-E-2 (January 1990)  
 Department of Finance Demographic Research Unit Report 91-P-1 (April 1991).

**DISPLAY 7** *Comparison of Projected Weekly Student Contact Hours by the Demographic Research Unit with the Actual Fall 1990 Enrollment at the Western Nevada County Center*

<u>Year</u>	<u>Projection</u>	<u>Actual</u>
1986	5,770	6,629
1987	5,900	6,630
1988	6,100	6,260
1989	6,400	6,582
1990	6,600	7,062
1991	6,800	
1992	10,800	
1993	12,600	
1994	14,500	
1995	15,700	

Source Display 5 and Sierra Joint Community College District

**DISPLAY 8** *Weekly Student Contact Hours Offered at the Several Locations Used by the Western Nevada County Center, Fall 1990*

<u>Location</u>	<u>Weekly Student Contact Hours</u>
1 Deer Creek School	287
2 Peace Lutheran	69
3 St Joseph's Hall	1,760
4 Seaman's Lodge	723
5 Western Gateway	72
6 Pleasant Valley School	75
7 Forty-Niner Stable	88
8 Nevada Union High School	5,748
Total	7,062

Source Sierra Joint Community College District.

the lectures for laboratory science courses may be delivered by television to the center. Students would still be required to commute to the main campus two days a week for their laboratory classes, since no science laboratories are planned for the center.

The western Nevada County area is isolated from postsecondary education opportunities. Most of the students in that area come from a region of the district that is beyond a reasonable commuting distance to either Sierra College or Yuba College, although a number of students from this region currently make the trip to these campuses. The map in Display 3 on page 8 above showed the commuting times and distances for the population residing in the Highway 20/49 corridor extending from Penn Valley to Grass Valley and along Highway 49 from Grass Valley to Rocklin. The same is true for the residents in the Cedar Ridge/Colfax area along Highway 174 to Interstate 80. The area illustrated in Display 3 contains four high schools and a current population estimated to be around 56,000 residents.

In selecting the proposed site in Grass Valley, during 1986-87 the district staff considered more than a dozen possible sites. By the Spring of 1988, they had narrowed the choice to four and then to three when one of the four locations under the Bureau of Land Management became unavailable. The district sought the advice from a community advisory committee that visited the various sites and considered the advantages and disadvantages of each.

The three sites considered are known as (1) the Litton property, (2) the North Star Mine property, and (3) the Deadman's Flat property. Each of these properties is approximately two miles from the intersection of Highways 20 and 49 -- the major transportation arteries through the service area. Display 2 on page 6 shows the location of these sites.

Both the community advisory committee and the district's board of trustees chose the Litton property as their first choice with the North Star Mine property coming in second. The range of criteria used and the relative weight given each criterion can be seen in the table of results from the Board's voting on the selection of this site (Display 9, page 14).

Among the 42 criteria used to evaluate the three sites, five stood out as having critical importance: sewage disposal, traffic access, topography, size, ac-

quisition costs, off-site development costs, and site development costs. These factors had special significance as the major cost components in developing the new center. When added together, the acquisition costs and the costs associated with the on-site improvements and development of the needed infrastructure for the individual sites showed a range of costs that favored the Litton site. These costs as projected by the district and its consultants are summarized in Display 10 on page 15 together with the advantages and disadvantages of each site.

The evaluation of these three sites by district staff, consultants, and the community advisory committee was strongly influenced by the relative proximity of such components of the infrastructure as roads, sewer, water, and other utilities because of the costs of providing these services to the sites that were not located near to existing systems. The discussion of the costs of developing the three sites focused almost exclusively on the costs of the services mentioned here and except for the criterion of "cost of acquisition" listed in Display 9, no mention is made of the relative costs of acquiring the three sites. In the comparison of site characteristics in Display 10, the acquisition costs for the North Star and Deadman's Flat parcels are estimated based upon the listed price of two other comparable parcels in the Grass Valley area. No actual prices have been negotiated for any of the three parcels considered by the district, but the district's request for \$2.5 million reflects an expectation that the Litton property will be more expensive to acquire than might be the case for the other two properties.

Clearly, the total cost of purchasing and developing a site for the center must include both the costs of acquiring the property and providing the roads and other elements of the infrastructure. These costs have not remained constant since the district decided in favor of acquiring the Litton property. Having made a decision in 1988 to purchase the Litton property without the means to consummate the purchase, the district is now in a weak bargaining position. In the intervening period, the potential cost of the Litton property may rise far beyond the acquisition costs estimated by the district in 1988. In their 1991 request for capital funds, the district requested \$2.5 million to purchase the Litton site, yet informal estimates of the value of the property are currently in the range of \$4.0 to \$4.5 million. This rise in the cost of land inevitably changes the relative

**DISPLAY 9**      *Comparison of Average Weight Given Each Criterion by the Sierra College Board for Each of the Three Alternative Sites, with 10 Being the Highest Score*

Category	Criterion	Alternative Sites Reviewed by District		
		Litton	North Star Mine	Deadman's Flat
Land	Useable Acreage	5.6	5.9	6.2
	Aesthetics	4.1	6.3	5.4
	Potential Expansion	5.0	6.4	5.8
	Location	5.4	5.3	4.6
	Proximity to High School	2.6	5.1	3.8
	Highway Access	5.9	3.6	3.0
Utilities	Sewage	6.5	4.3	3.7
	Water	5.8	4.0	3.7
	Electricity	7.0	3.4	3.0
	Telephone	6.5	4.7	4.0
	Natural Gas	7.0	5.0	4.5
Public Services	Fire	7.0	3.6	3.8
	Police	6.9	3.4	3.8
	Transportation	6.3	4.1	4.0
	Medical	7.1	4.1	4.5
	Traffic Access	6.0	3.0	2.8
Community Resources	Service Stations	5.9	3.0	3.0
	Food Services	6.1	2.7	2.8
Site Quality	Drainage	5.1	5.3	5.0
	Topography	5.6	5.3	5.3
	Geological	6.0	4.6	4.0
	Ease of Construction	5.7	4.6	4.5
	Mineral/Mining Claims	6.9	3.3	5.0
Costs	Acquisition	4.8	6.8	6.3
	Sewage	6.2	3.2	3.3
	Water	6.0	2.7	2.3
	Roads	6.2	3.2	3.3
	Interchanges/Highway Access	6.7	4.7	1.7
	Electricity	6.7	4.2	4.3
	Natural Gas	6.6	5.6	4.5
	Cost-Sharing Potential	5.7	5.0	6.0
Government Controls	Specific Plan	6.7	4.5	3.3
	Zoning	7.0	4.8	3.0
	Variances to Zoning	5.5	5.3	3.3
	Community Acceptance	6.0	5.7	4.7
	Government Jurisdiction	6.6	5.6	3.0
TURNKEY	Specific Plan	7.0	5.0	4.0
	Infrastructure Development	7.2	4.0	3.7
	Transportation Access	7.2	4.2	3.0
	Joint Powers	5.2	4.7	4.3
	Development Costs	6.3	4.2	3.7

Source: Sierra Joint Community College District.

**DISPLAY 10**    *Comparison of Development Costs, Advantages, and Disadvantages of the Three Alternative Sites*

<u>Characteristic</u>	<u>Litton</u>	<u>North Star Mine</u>	<u>Deadman's Flat</u>
Size of Property	40 - 104 acres	40 - 125 acres	100+ acres
Estimated Acquisition Costs	\$2,500,000 \$24,000/acre)	\$2,062,500 (estimated \$16,500/acre)	\$1,650,000 (estimated \$16,500/acre)
Preliminary Infrastructure Estimates by Saures Engineering	\$1,906,000	\$3,961,750	\$4,182,550
Advantages	Centrally located to urban core  Existing infrastructure, i e , water, roads, sewer close by  Close to high school, hospital, and businesses providing opportunities for joint educational and vocational programs  Moderate terrain	Conducive for growth  Extension of electricity and telephone is feasible  Wooded environment is attractive and provides opportunity for forestry and environmental studies	Joint powers development of site with county  Most conducive for later expansion of the center.  Telephone and natural gas readily available  Moderate terrain
Disadvantages	District may be required to purchase unusable land as part of site offered  Traffic limitations  May be delays in development of specific plan for surrounding area.	Public sewer system is two miles away  Increased traffic on Old Auburn Road could be controversial  May be delays in development of specific plan for surrounding area  Terraced site could be more difficult for elderly and physically handicapped.	Development of infrastructure would be expensive.  Number of State agencies involved in discretionary decisions with high controversy potential  Aduquate fire protection could be difficult to provide

Source    Sierra Joint Community College District and California Postsecondary Education Commission staff analysis.

costs of developing each of the three sites under consideration

### 3. Serving the disadvantaged

*3 The campus or center must facilitate access for the economically, educationally, socially, and physically disadvantaged*

The district has submitted plans that reflect active attention to the needs of the educationally, socially and physically disadvantaged. The educational programs proposed for the new center include an expansion of the Developmental Educational Program that offers "refresher, remediation and developmental courses." The Commission discusses the district's plan for ensuring physical access to the center below in connection with the need to provide adequate public transportation and the concern that buildings located on sloping terrain are constructed in such a way as to be accessible to the physically handicapped.

### 4. Geographic and physical accessibility

*4 The physical, social, and demographic characteristics of the location and surrounding service areas for the new campus or center must be included. There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included as appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated.*

**Summary** All three of the alternative sites are centrally located near main transportation arteries in the center's service area. The chief concern in the district's selecting among the three sites was the cost of mitigating the low capacity of the surface streets leading from the freeways to the site where the center might be located. The information provided by the traffic consultant on the traffic impact of the center if it were located on the Litton property showed that one major intersection providing access to the site -- Idaho-Maryland Road at Highway 49/20 -- is currently operating at an unacceptable "F" level of service and cannot be improved. Information on access to the Litton property is further

clouded by the fact that the analysis of the center's traffic impact was conducted on an assumption that the ultimate capacity of the center would be 63 percent lower than the capacity proposed for State funding (950 versus 2,100 full-time-equivalent students).

**Detailed Explanation** The district plans the Western Nevada County Center to be a center for commuting students who live in the western portion of Nevada County, thus it includes no student or faculty housing in its plan. The district has taken into account the need for the campus to be accessible to commuting students. The sites examined were evaluated with this criterion in mind.

A large portion of the population to be served by the proposed center is distributed along the Highway 20/49 corridor that serves the western end of Nevada County and along Highway 174 that stretches from Grass Valley to Highway 80 at Colfax. The three sites considered by the district all are situated near the population center for the service area and within one to two miles of the intersection of these major arteries (Display 4, page 9).

Each of the properties would require some upgrading of the surface streets to ensure that the approaches to the sites could adequately handle the traffic created by the center. These improvements are summarized below. The estimates of costs for these improvements by Sauers Engineering -- the firm that calculated the cost of the infrastructure required to develop each of the three properties -- were included in the "preliminary infrastructure estimates" listed in Display 10.

#### 1 Litton Property

Consultant estimate of costs to improve streets and access: \$1,890,000

This was the only property on which a traffic impact analysis was done. The traffic consultant concluded that one of two traffic mitigation plans is required depending on whether an interchange is built at Dorsey Drive and Highway 49. But a number of those knowledgeable about the traffic problems in the Grass Valley area have expressed concern that the California State Department of Transportation might not approve an interchange at the Dorsey Drive/Highway 49 intersection because of the proximity of that intersection to an existing interchange.

The final conclusion of the traffic consultant was that in the absence of the Dorsey Drive interchange several problem intersections could be brought up to a "D" level of service but that one key intersection at the northbound ramp of the Idaho-Maryland Road and Highway 49 crossing would continue to operate at an unacceptable "F" level of service. The difficulty in accepting the conclusions of this analysis lies in the fact that it was based on the district's original 750 day-student estimate and did not measure the impact of the larger student and faculty population now proposed by the district. The Commission discusses this problem of disjunction between the environmental impact report and the current proposal from the district in more detail below under Section 5 on the environmental impact report.

## **2 North Star Mine**

Consultant estimate of costs to improve surface streets \$1,135,000

Approximately two miles of Old Auburn Road would have to be widened to accommodate the student traffic on this road, according to Sauers Engineering. Additionally, approximately 3.6 miles of road south of the site would require widening of between five and seven feet. Right-of-way acquisition might increase the estimate given above.

## **3 Deadman's Flat**

Consultant's estimate of costs to improve access to this site \$1,225,000

One mile of access road between Highway 20 and this alternate site would require widening and resurfacing. Additionally, a "diamond" interchange would be required where Highway 20 crosses Ponderosa Way.

## **5. Environmental and social impact**

*5 The proposal must include a copy of the environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.*

**Summary** The district's environmental and social impact analysis of the proposed center measures the impact and directs the mitigation of problems assumed to be caused by the enrollment of 950 full-time-equivalent students. Any proposed enrollment increase will require a new or revised environmental impact report.

**Detailed Explanation** The district arrived at its decision to locate the proposed center on the Litton property in the spring of 1988. By the early fall of the same year, the district completed its environmental impact report and a traffic impact analysis, and they were accepted by the district's board in December 1988.

Both reports were written for an enrollment of 950 full-time-equivalent students, thus, the consultant's findings regarding such critical factors as traffic flow and wastewater disposal, for example, did not deal with a possibly higher level of occupancy. At the time the environmental impact report was done, the district was considering a college center of limited size. As enrollments from the Grass Valley area increased (both in classes taught in the region and at the main campus of Sierra College in Rocklin), the district, in consultation with the Chancellor's staff, raised the assumptions governing the ultimate built-out capacity needed for the center from 750 day students to 2,000 day students. The proposal that they have submitted to the Commission for review is built on the assumption that the Center will open with a capacity of 950 full-time-equivalent students (850 day students) and ultimately serve 2,200 full-time-equivalent students (2,000 day students).

Some findings in the district's environmental impact report might not be affected by the change in the projected size of the center, but the consultants identified two problem areas -- traffic impact and wastewater capacity -- that could have a significant effect on the district's ability to serve the larger number of students proposed in its current plans. The information about these problems in the environmental impact report and the information obtained from the traffic consultant and from city staff strongly suggests that there are limits in these sectors of the infrastructure that could directly affect students' access to educational opportunities at the center.

### *Traffic impact*

The traffic impact analysis completed by TJKM Transportation Consultants identified several key intersections in central Grass Valley that with 750 day students would operate at a "F" level of service -- a level described by the traffic consultant as

Forced flow. Excessive delay Intersection operates below capacity Jammed conditions Back-ups from other locations restrict or prevent movement

With the proposed capacity of 950 full-time-equivalent students, the traffic generated by day students would nearly triple. When Commission staff asked the traffic consultant about the sensitivity of the traffic-flow measures to the increased traffic that 950 full-time-equivalent students would generate, the firm's representative stated that the study completed with the lower assumptions would not adequately reflect the impact of the larger student population on the surface streets of Grass Valley

### *Wastewater capacity*

While the Commission has no expertise in wastewater disposal and the subject does not normally enter discussions regarding access to education, the limitations in the city's wastewater treatment plant are pertinent to this discussion because these limitations could place a cap on the number of students served at the proposed center. The wastewater treatment plant, located approximately 2.3 miles from the Litton site, is reaching capacity. The City of Grass Valley has temporarily limited development in its sphere of influence until additional capacity can be provided.

Early in 1991, Sierra College requested the Grass Valley City Council to reserve wastewater capacity for the proposed center. In Resolution 91-12, the Council reserved 10,880 gallons per day through December 31, 1994. This level of capacity is at least 15 percent less than that required for accommodating the initial proposed enrollment of 950 full-time-equivalent students. Subsequently, the City Council modified that original resolution by Resolution 91-165, which stated that the reservation is "null and void should the city be under any legal constraint for additional connections to the Waste Water Treatment Plant." As was the case with the traffic impact analysis, the resolutions by the City Council would accommodate only a limited student

population, not the size of a center serving more than 950 full-time-equivalent students.

## **6. Effects on other institutions**

*6.1 Other segments, institutions, and the community in which the campus or center is to be located should be consulted during the planning process for the new facility, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated.*

*(Criterion 6.2 applies only to the University of California and the California State University.)*

*6.3 The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.*

Sierra College is the only higher education institution serving the western Nevada County region, so the center will not compete with other institutions serving the area. A few students from the extreme western end of the county attend Yuba College in Marysville, but this community college campus lies beyond a reasonable commuting distance of these students and is not accessible to the large majority of the population in the center's service area.

The permanent Western Nevada County Center will open up access for students in the Rocklin area who cannot now be served by Sierra College, since that campus is currently overcrowded. If the more than 421 students from western Nevada County who currently attend the main campus were all to attend the new center, the Rocklin campus would still be operating above its designed capacity.

Sierra College serves as an important connecting link with senior colleges and universities, providing a large number of its students with transfer programs that enable them to complete the first two years of a four-year degree program close to home. Each fall, approximately 500 Sierra College students transfer to four-year institutions -- a large percentage of them to California State University,



Sacramento, and the University of California, Davis

Sierra College has a particularly close working relationship with the Nevada County Union High School District, California State University, Sacramento, and the University of California, Davis. Illustrative of this relationship is its participation in the "Knowledge Network" -- a proposed fiber-optic network that will link Sierra College, California State University, Sacramento, the Nevada County Office of Education, Nevada Union High School, and the planned college center in Grass Valley by providing them with an interactive electronic network for sharing instruction and delivering courses to homes through cable television. In a letter of support for the proposed college center (Appendix B), President Donald R. Gerth of California State University, Sacramento, has mentioned this and other joint planning activities in which Sierra College and that State University campus are engaged.

#### **7. Academic planning and program justification**

*7 The programs projected for the new campus must be described and justified. An academic master plan, including a general sequence of program plans and degree level plans, and a campus plan to implement such State goals as access, quality, intersegmental cooperation, diversification of students, faculty, administration and staff for the new campus, must be provided. The proposal must include plans to provide an equitable learning environment for the recruitment, retention, and success of historically underrepresented students.*

The district has presented a clear statement of goals and objectives for the center and its educational

mission. Over a period of 30 years, the district has worked closely with western Nevada County communities to provide needed educational services, and its educational plan for the center reflects this sensitivity to the region's needs, especially in its plan for vocational education. The academic program will be an extension of the core offerings available on the main campus, except that laboratory classes for science courses will be offered only at the Rocklin campus. The vocational offerings planned for the center will be designed to prepare students for employment opportunities that are found in the larger region around western Nevada County. These include forestry, electronics technology, real estate, and construction technology.

#### **8. Consideration of needed funding**

*8 A cost analysis of both capital outlay estimates and projected support costs for the new campus or permanent off-campus center, and possible options of alternative funding sources, must be provided.*

As noted on page 3 above, the district has completed a cost analysis of the capital outlay needs that covers all aspects of on-site and off-site development and Phase I of the building program. It has not supplied an analysis of real estate prices or appraisals for its request for \$2.5 million to acquire the site.

#### **Summary**

On the basis of this analysis of the district's proposal for the center in light of the Commission's criteria for approving centers and campuses, the Commission has offered the conclusions and recommendations contained in Part One of this report.

# Appendix A

## Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers

**NOTE** The following material is reproduced from pages 1-5 of Report 90-9 of the California Postsecondary Education Commission, which the Commission adopted on January 22, 1990

### Introduction

#### *Commission responsibilities and authority regarding new campuses and centers*

California *Education Code* Section 66904 expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission

It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission

It is further the intent of the Legislature that California community colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the commission. Acquisition or construction of non-state-funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission

#### *Evolution and purpose of the guidelines*

In order to carry out its given responsibilities in this area, the Commission in April 1975 adopted policies relating to the review of new campuses and

centers and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies."

#### *Reasons for the current revisions*

By 1988, experience with the existing procedures suggested that they needed revision in order to accommodate the changed planning environment in California, particularly related to California's Environmental Quality Act and the environmental impact report (EIR) process, as well as to accommodate various provisions of the recently renewed Master Plan for Higher Education. In addition, California's postsecondary enrollment demand continues to increase, and as the public segments move forward with their long-range facilities plans, the time is particularly ripe for revising the existing guidelines. This revision is intended to (1) ensure that the public segments grow in an orderly and efficient manner and that they meet the State's policy objectives for postsecondary education under the Master Plan, (2) ensure proper and timely review by the State of segmental plans based on clearly stated criteria, and (3) assist the segments in determining the procedures that need to be followed to prepare and implement their expansion plans

#### *Policy assumptions used in developing these guidelines*

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for

#### **new campuses and off-campus centers**

1. It will continue to be State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education. The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries. The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines. Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges, (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign countries.
2. The differentiation of function between the segments with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education.
3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need.
4. The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.
5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs.
6. Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, community and campus environment, limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Col-

leges), the Trustees of the California State University, and the Regents of the University of California. These capacities, as well as the statewide procedures for setting these capacities, are subject to review and recommendation by the Commission provided in California *Education Code* Section 66903.

#### **Projects subject to Commission review**

The following types of projects are subject to review: new campuses and permanent off-campus centers, major off-campus centers in leased facilities, and conversion of off-campus centers to full-service campuses. The Commission may also review and comment on other projects consistent with its overall State planning and coordination role.

#### **Schedule for the review of new projects**

The following timelines are meant to allow a reasonable amount of time for Commission review of plans at appropriate stages in the process. The Commission can accelerate its review of the process if it so chooses.

Unless otherwise specified, all three public postsecondary segments should endeavor to observe these timelines when proposing construction of a major new project subject to Commission review under these guidelines:

1. Plans for new campuses and permanent off-campus centers should be made by the segmental governing boards following their adoption of a systemwide planning framework designed to address total statewide segmental long-range growth needs, including the capacity of existing campuses and centers to accommodate those needs, and the development of new campuses and centers. This planning framework should be submitted to the Commission for review and comment before proceeding with plans for location and construction of new campuses.
2. Segments are requested to defer the selection of specific sites for new campuses or permanent off-campus centers until such time as they have in-

formed the Commission of their general plans for expansion and received a recommendation from the Commission to proceed with further expansion activity. No later than one year prior to the date the segment expects to forward a final proposal for a new campus or center to the Commission, or 18 months prior to the time when it hopes the Commission will forward its final recommendation about the facility to the Governor and Legislature, it is requested to transmit a letter of intent to expand to the Commission. The letter of intent should include, at minimum, the following information for the new campus: (1) preliminary projections of enrollment demand by age of student and level of instruction, (2) its general location, and (3) the basis on which the segment has determined that expansion in this area at this time is a systemwide priority in contrast to other potential segmental priorities. Other information that may be available that will be required at the time of the final needs study (see below, item 1-4) may also be submitted at this time.

- 3 Once the "letter of intent" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new campus. This review will be done in consultation with staff from the Demographic Research Unit in the State Department of Finance, which is the agency statutorily responsible for demographic research and population projections. If the plans appear to be reasonable, the Commission will recommend that the segments move forward with their site acquisition or further development plans. The Commission may in this process raise concerns with the segments about defects in the plans that need to be addressed in the planning process. If the Commission is unable to recommend approval of moving forward with the expansion plans, it shall so state to the segmental governing board prior to notifying the Department of Finance and the Legislature of its analysis and the basis for its negative recommendation. The Commission shall consider the preliminary plan no later than 60 days following its submission to the Commission.
- 4 Following the Commission's preliminary recommendation to move forward, the segments are requested to proceed with the final process of

identifying potential sites for the campus or permanent off-campus center. If property appropriate for the campus or center is already owned by the segment, alternative sites to that must be identified and considered in the manner required by the California Environmental Quality Act. So as to avoid redundancy in preparation of information, all materials that are germane to the environmental impact report process shall be made available to the Commission at the same time that it is made available to the designated responsible agencies.

- 5 Upon completion of the environmental review process and no more than six months prior to the time of expected final Commission approval of the proposed new campus, the segment shall forward the final environmental impact report for the site as well as the final needs study report for the campus or center to the Commission. The needs study report should address each of the criteria outlined below on which the proposal for the campus or center will be evaluated.
- 6 Once the Commission has received from the segment all materials necessary for evaluating the proposal, it shall certify the completeness of the application to the segment. The Commission shall take final action on proposals during the next six months. In reviewing the proposal, the Commission will seek approval of the enrollment projections by the Demographic Research Unit, unless the justification for expansion is primarily unrelated to meeting access demands. Once the Commission has taken action on the proposal, it will so notify both the Department of Finance and the Office of the Legislative Analyst.

### Criteria for evaluating proposals

#### 1 Enrollment projections

1.1 For new facilities that are planned to accommodate expanded enrollments, enrollment projections should be sufficient to justify the establishment of the campus or off-campus center. For the proposed new campus or center, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. When an existing off-campus center is pro-

posed to be converted to a new campus, all previous enrollment experience must also be provided

As the designated demographic agency for the State, the Demographic Research Unit has lead responsibility for preparing systemwide and district enrollment projections, as well as projections for specific proposals. The Demographic Research Unit will prepare enrollment projections for all Community College proposals, and either the Demographic Research Unit population projections or K-12 enrollment estimates must be used as the basis for generating enrollment projections in any needs study prepared by the University of California or the California State University. For the two University segments, the Commission will request the Demographic Research Unit to review and approve demographically-driven enrollment projections prior to Commission consideration of the final proposal, unless the campus or permanent center is justified on academic, policy, or other criteria that do not relate strictly to enrollment demand.

For graduate/professional student enrollment estimates, the specific methodology and/or rationale generating the estimates, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees, must be provided.

**1.2** Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses as defined in their long-range development plans. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated.

**1.3** Statewide enrollment projected for the California State University system should exceed the planned enrollment capacity of existing State University campuses as defined by their enrollment ceilings. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over competing segmental priorities.

**1.4** Enrollment projected for a community college district should exceed the planned enrollment ca-

capacity of existing district campuses. If the district enrollment projection does not exceed the planned enrollment capacity of existing district campuses, compelling regional or local needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over others in the State.

**1.5** Enrollments projected for community college campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a community college district established by legislation (1,000 units of average daily attendance [ADA] two years after opening).

## **2 *Alternatives to new campuses or off-campus centers***

**2.1** Proposals for a new campus or off-campus center should address alternatives to establishment of new institutions, including (1) the possibility of establishing an off-campus center instead of a campus, (2) the expansion of existing campuses, (3) the increased utilization of existing campuses, such as year-round operation, (4) the increased use of existing facilities and programs in other postsecondary education segments, and (5) the use of nontraditional modes of instructional delivery, such as telecommunication and distance learning.

**2.2** A cost-benefit analysis of alternatives, including alternative sites for the campus or center must be articulated and documented.

## **3 *Serving the disadvantaged***

The campus or center must facilitate access for the economically, educationally, socially, and physically disadvantaged.

## **4 *Geographic and physical accessibility***

The physical, social, and demographic characteristics of the location and surrounding service areas for the new campus or center must be included. There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections

of needed on-campus residential facilities, should be included as appropriate. For locations which do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated.

## **5 *Environmental and social impact***

The proposal must include a copy of the environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

## **6 *Effects on other institutions***

6.1 Other segments, institutions, and the community in which the campus or center is to be located should be consulted during the planning process for the new facility, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated.

6.2 The establishment of a new University of California or California State University campus or center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other segments.

6.3 The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

## **7 *Academic planning and program justification***

The programs projected for the new campus must be described and justified. An academic master plan, including general sequence of program plans and degree level plans, and a campus plan to implement such State goals as access, quality, intersegmental cooperation, diversification of students, faculty, administration and staff for the new campus, must be provided. The proposal must include plans to provide an equitable learning environment for the recruitment, retention and success of historically underrepresented students.

## **8. *Consideration of needed funding***

A cost analysis of both capital outlay estimates and projected support costs for the new campus or permanent off-campus center, and possible options of alternative funding sources, must be provided.

## Appendix B

California State University  
Sacramento



The President  
Sacramento, CA 95819-6022  
(916) 278-7737  
FAX# (916) 278-6959

October 25, 1991

Dr. Gerald C. Angove  
President/District Superintendent  
Sierra College  
5000 Rocklin Road  
Rocklin, CA 95678

RE: Western Nevada County Center

Dear Jerry:

It is my understanding that you will be meeting with CPEC on Monday to discuss the Western Nevada County Center. This letter expresses my support on behalf of California State University, Sacramento, for the proposed center in Nevada County.

You and I have met frequently over the past two years to discuss how our two institutions can best serve the students of not just the Rocklin campus, but the Western Nevada County Center in terms of intersegmental planning. Sierra College and California State University, Sacramento, are part of the "Knowledge Network" activity which involves the public sector and private sector partnering along with the Nevada County Office of Education and Nevada Union High School District.

As you know, we have recently developed a master plan for distance learning, which includes express language for coordination of learning resources with community colleges. I am cognizant that Sierra is also developing such a plan, which could coordinate and link the specifics between our university and the community college for staff development activities, joint teleconferencing activities for businesses and other agencies, a telephone interconnect between our two institutions into Grass Valley, a data channel for data communication, including telephone registration, imaging processing by Sierra College and California State University, Sacramento.

You are aware that California State University, Sacramento, is currently holding classes at Sierra Nevada Hospital in Grass Valley for those students who seek a Master of Science in Nursing. Certainly having Sierra College in that county would be of great assistance to our students as far as sharing classroom space for lectures, labs, research, etc., as well as having the capabilities to link through telecommunications.

Dr. Gerald C. Angove  
October 25, 1991  
Page Two

The cooperation and many discussions between our institutions exemplifies intersegmental cooperation. I look forward to our continuing association. Good luck with CPEC.

Sincerely,



Donald R. Gerth

DRG/ch

---



# References

Board of Governors of the California Community Colleges *Long-Range Capital Outlay Growth Plan* Sacramento The Board, January, 1991

California Postsecondary Education Commission *Inventory of Approved and Unapproved Community College Centers* Commission Report No 84-38 Sacramento The Commission, December 10, 1984

-- *Higher Education at the Crossroads* Commission Report No 90-1 Sacramento The Commission, January 1990a.

-- *Guidelines for Review of Proposed Campuses and Off-Campus Centers* Commission Report No 90-9 Sacramento The Commission, January 1990b.

Mertes, David (Chancellor, California Community Colleges). Letter of Intent to Kenneth B O'Brien, Executive Director, California Postsecondary Education Commission, regarding the "Long-Range Capital Outlay Growth Plan, February 22, 1991

MGT Consultants *Final Report. Study to Provide Assistance in the Development of a Long-Range Master Plan for New Community College Campuses, Submitted to Dr David Mertes, Chancellor, California Community Colleges* Sacramento MGT Consultants, September 10, 1990

O'Brien, Kenneth B (Executive Director, California Postsecondary Education Commission). Letter to David Mertes, Chancellor, California Community Colleges, responding to Dr Mertes' February 22, 1991, Letter, April 15, 1991

Sierra Joint Community College District *Grass Valley/Nevada City Center Feasibility Plan, by Donald A. Brophy, Ed.D , Dean of Administrative Services and Research, Sierra Community College.* Rocklin The District, December 10, 1985

-- *Draft Environmental Impact Report for Proposed Western Nevada County Center State Clearinghouse Number 880881516* Prepared by Andrew R Cassano, Land Use Planner, Nevada City, California Rocklin The District, September 1988

-- *Western Nevada County Center, 1992-93 Project Planning Summary -- Phase 1* Rocklin. The District, February, 1990

-- *Western Nevada County Center, 1992-93 Project Planning Guide -- Site Acquisition* Rocklin Office of Research and Institutional Planning, The District, February 1, 1991a

-- *Western Nevada County Center, 1992-93 Project Planning Guide -- Buildings -- Phase 1*

*Instructional Facilities, Buildings Nos 2, 4, 6, 7, 8, and 10* Rocklin The District, February 1, 1991b

*Dramatic Arts/Assembly Facilities, Building No 3* Rocklin The District, February 1, 1991c

*Physical Plant, Building No 5* Rocklin The District, February 1, 1991d

*Child Development Center, Building No 9* Rocklin The District, February 1, 1991e

-- *Western Nevada County Center, 1992-93 Project Planning Guide -- On-Site Development* Rocklin The District, February 1, 1991f

-- *Western Nevada County Center, 1992-93 Project Planning Guide -- Off-Site Development* Rocklin The District, February 1, 1991g

-- *Weekly Student Contact Hours/Average Daily Attendance Validation Study, Western Nevada County Center* Rocklin Office of Research and Institutional Planning, The District, September 1991

# CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature

## Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of December 1991, the Commissioners representing the general public are

Lowell J. Paige, El Macero, *Chair*,  
Henry Der, San Francisco, *Vice Chair*,  
Mim Andelson, Los Angeles,  
C. Thomas Dean, Long Beach,  
Rosalind K. Goddard, Los Angeles,  
Helen Z. Hansen, Long Beach,  
Mari-Luci Jaramillo, Emeryville,  
Dale F. Shimasaki, San Francisco  
Stephen P. Teale, M.D., Modesto

Representatives of the segments are

Joseph D. Carrabino, Orange, appointed by the California State Board of Education,

William T. Bagley, San Francisco, appointed by the Regents of the University of California,

Timothy P. Haidinger, Rancho Santa Fe, appointed by the Board of Governors of the California Community Colleges,

Theodore J. Saenger, San Francisco, appointed by the Trustees of the California State University, and  
Harry Wugalter, Thousand Oaks, appointed by the Council for Private Postsecondary and Vocational Education

The position of representative of California's independent colleges and universities is currently vacant

## Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other State agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

## Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren H. Fox, who is appointed by the Commission.

The Commission publishes and distributes without charge some 20 to 30 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 95814-3985, telephone (916) 445-7933.

# Proposed Construction of the Western Nevada County Center, Sierra Joint Community College District

## California Postsecondary Education Commission Report 91-19

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include

**91-1** Library Space Standards at the California State University. A Report to the Legislature in Response to Supplemental Language to the 1990-91 State Budget (January 1991)

**91-2** Progress on the Commission's Study of the California State University's Administration. A Report to the Governor and Legislature in Response to Supplemental Report Language of the 1990 Budget Act (January 1991)

**91-3** Analysis of the 1991-92 Governor's Budget. A Staff Report to the California Postsecondary Education Commission (March 1991)

**91-4** Composition of the Staff in California's Public Colleges and Universities from 1977 to 1989. The Sixth in the Commission's Series of Biennial Reports on Equal Employment Opportunity in California's Public Colleges and Universities (April 1991)

**91-5** Status Report on Human Corps Activities, 1991. The Fourth in a Series of Five Annual Reports to the Legislature in Response to Assembly Bill 1829 (Chapter 1245, Statutes of 1987) (April 1991)

**91-6** The State's Reliance on Non-Governmental Accreditation, Part Two. A Report to the Legislature in Response to Assembly Bill 1993 (Chapter 1324, Statutes of 1989) (April 1991)

**91-7** State Policy on Technology for Distance Learning. Recommendations to the Legislature and the Governor in Response to Senate Bill 1202 (Chapter 1038, Statutes of 1989) (April 1991)

**91-8** The Educational Equity Plan of the California Maritime Academy. A Report to the Legislature in Response to Language in the Supplemental Report of the 1990-91 Budget Act (April 1991)

**91-9** The California Maritime Academy and the California State University. A Report to the Legislature and the Department of Finance in Response to Supplemental Report Language of the 1990 Budget Act (April 1991)

**91-10** Faculty Salaries in California's Public Universities, 1991-92. A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No 51 (1965) (April 1991)

**91-11** Updated Community College Transfer Student Statistics, Fall 1990 and Full-Year 1989-90. A Staff Report to the California Postsecondary Education Commission (April 1991)

**91-12** Academic Program Evaluation in California, 1989-90. The Commission's Fifteenth Annual Report on Program Planning, Approval, and Review Activities (September 1991)

**91-13** California's Capacity to Prepare Registered Nurses. A Preliminary Inquiry Prepared for the Legislature in Response to Assembly Bill 1055 (Chapter 924, Statutes of 1990) (September 1991)

**91-14** Supplemental Report on Academic Salaries, 1990-91. A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No 51 (1965) and Supplemental Language to the 1979, 1981, and 1990 Budget Acts (September 1991)

**91-15** Approval of Las Positas College in Livermore. A Report to the Governor and Legislature on the Development of Las Positas College -- Formerly the Livermore Education Center of Chabot College (September 1991)

**91-16** Update on Long-Range Planning Activities. Report of the Executive Director, September 16, 1991 (September 1991)

**91-17** The Role, Structure, and Operation of the Commission. A Preliminary Response to Senate Bill 2374 (October 1991)

**91-18** 1991-92 Plan of Work for the California Postsecondary Education Commission. Major Studies and Other Commission Activities (October 1991)

**91-19** Reauthorization of the Higher Education Act of 1965 as Amended. A Report to California's Congressional Delegation Summarizing Consensus in California's Higher Education Community Regarding Proposed Revisions of the Act (December 1991)

**91-20** Student Fees, Access, and Quality. Prospects and Issues for the 1992-93 Budget Process (December 1991)

**91-21** Legislative and State Budget Priorities of the Commission, 1992. A Report of the California Postsecondary Education Commission (December 1991)

**91-22** Proposed Construction of the Western Nevada County Center, Sierra Joint Community College District. A Report to the Governor and Legislature in Response to a Request for Capital Funds for a Permanent Off-Campus Center in the Grass Valley/Nevada City Area (December 1991)